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AUTHOR	Iannaccone, Larry; And Others
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ABSTRACT

In this speech, the author asserts that training educational administrators has historically tended to fall within the practitioner-intellectual continuum. As a result, programs have followed one of two models: the "prescriptive" and the social science, with an unjustified dichotomy between theory and practice. The authors have, therefore, attempted to reconceptualize the issue, describing, in particular, the doctoral program for the training of educational administrators at the University of California at Riverside. A socialization framework is presented contending that values, norms, and required behavior patterns are acquired through processes. The process advocated is based on an analysis of occupational identification. According to the authors, the training of educational administrators should, therefore, take place in the context that would be most likely to produce the acquisition of academic and field values. Such a context would require the concurrent utilization of field (the school district) and university resources. (Author)

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AN ACADEMIC FIELD MODEL FOR THE PREPARATION OF EDUCATIONAL ADMINISTRATORS

Larry Iannaccone

Mark Hanson

Flora Ida Ortiz

University of California, Riverside

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An Academic Field Model for the Preparation of Educational Administrators

Introduction

Discussions of program issues in educational administration usually approach the balance of intellectual and practice demands as a dichotomy. We believe this to be false. Program discussions too often advance program decisions as a choice between theory and practice rather than as the development of a fruitful marriage of the two. "Theory divorced from its application in administrative practice is indeed not practical — but it is the divorce which is impractical, not theory!" (Iannaccone, 1960, p. 3). Fundamentally, the usually unfruitful conflict between theory or science and practice in educational administration specifically and indeed in education reflects the nature of applied areas of knowledge and practice generally.

In a recent chapter, "Social and Political Influences on Educational Research," Richard A. Dershimer and Laurence Iannaccone (1973) turned to John Dewey's (1929) early statements concerning research and the development of a science of education to explain the underlying tension between practice and theory as generally conceived.

> From what sources shall we draw so that there will be steady and cumulative growth of intelligent, communicable insight and power of direction? [His answer was], "Educational practices provide the data, the subject matter which form the problems of inquiry. [They] are also the final test of value of the conclusions of all researchers (p.).

Dershimer and Iannaccone point out that Dewey's concept anchored at one end in practice, and at the other end the mature disciplines underlies not only research but everything else in education. That dynamic tension is equally basic to training educational administrators. The demands of the disciplines'

and that of the practitioners' world provide a continuum of tension along which practitioner programs may be found and tend to move in response to societal pressures and change.

The Historical Pattern

The training of educational administrators can be detected in two models: the classical "prescriptive" model and the social science model.

Callahan (1968) reports that "graduate work in education had been offered in a few institutions before 1900, and the number had increased by 1910" (p. 188). During this time, courses in administration were offered and it was possible to concentrate, primarily through the dissertation for either the master's or the doctor's degree.

Courses in the organization and management of the public schools had been given on the undergraduate level before 1900 in departments of education. It is reported that as early as 1898 a seminar in school administration was conducted at Teachers College, Columbia. Cubberly (1924) described the courses offered at this time as "largely summaries of the concrete practical experiences of some former successful school superintendent, now turned teacher in some newly established department of education" (pp. 182-3).

The change in the nature of these courses is documented by Cubberly (1924) as occurring at about 1904. The "successful-practitioner type of generalized courses changed toward a more scientifically organized type of instruction with specialization" (pp. 182-3).

Callahan (1968) recorded that in 1910 a meeting was held in Indianapolis early in March to direct efforts to examine systematically various elements of the university work in administration. The principal paper, "The Aims,

Scope, and Methods of a University Course in Public School Administration" was prepared and read by Spaulding (pp. 189-190).

The contents of the paper described the type of program which at this stage would consist of one course necessary to train administrators. "The course should intensely practical, not at all academic; doing, not mere knowing should form the goal and the atmosphere of all the works" (Spaulding, p. 3). An interesting suggestion was that the "instructor of the course seek a partnership with the livest, or the least moribund superintendent in his vicinity so that the students would have a chance to observe and study the actual problems of school administration" (Callahan, p. 191).

Administration was such for the following fifteen years. It is best illustrated by the following quotation by Knight (1952) "Administration may best be defined as the doing extremely well of something that had better not be done at all. The tendency not only in universities but in all forms of public business to multiply and to complicate the details of routine administration is as strong as it is mischievous" (p. 23).

The "prescriptive" model gained strength during the Taylor-scientific management era. Three factors contributed to the tremendous impact of Frederick Taylor and his system of scientific management. First, the rise of business and industry to a position of prestige and influence subsequently saturated America with commensurate values and practices. Second, the reform movement spearheaded by the muckraking journalists exposed the schools to the public. Third, the vulnerability of the school administrator promoted the establishment of scientific management within the public schools (Callahan, p. 2).

These changes had important and far-reaching consequences particularly for the administrators. All through the nineteenth century leading administrators such as Horace Mann had conceived themselves as scholars and statesmen. After 1910, they tended to identify themselves with the successful business executive.

The school administrators were subjected to strong influence through their training programs. The nature of the courses, programs, and work, e.g., doctoral dissertations, done by students was determined by men in the universities. The leaders in educational administration in the period from 1910-1918 were Spaulding, Bobbitt, Ayres, Elliott, Strayer, and Cubberly. All of them were recognized leaders and highly successful in their careers. Strayer and Cubberly had the greatest influence. They wrote more than the others, they taught more students, directed more research, and they stayed in the work longer.

Strayer offered his first course in Administration of School Systems, which he described as "a consideration of problems of the organization, legal status, and the administrative control of state and municipal school systems, including supplementary and special education (Callahan, p. 197).

A practicum offered in 1917 was described as "designed primarily for superintendents and principals... who wish to conduct in their own school inquiries looking toward increased educational efficiency. As a basis for the study of scientific methods in educational administration, each student will from time to time, be required to collect and present in class, for criticism as to content and method, data from his own school system".. (Callahan, pp. 197-8).

Cubberly's influence was greatest through his writing. Public School Administration was enormously influential and was used as a basic text for many years with countless numbers of classes. A content analysis made of eighteen textbooks on educational administration revealed that "almost the

entire emphasis was on the 'how' of administration. There was virtually no discussion of the 'why' and little critical examination of educational and social implications of the structure and procedures discussed" (Newlon, p. 93).

Chester Barnard's treatise The Functions of the Executive marks the transition era between the "prescriptive" model and the social science model of training educational administrators. His central theme is the "need for a systematic conceptual scheme of administrative behavior within a social science framework" (Getzels, p. 40). Examples of his use of a systematic conceptual scheme are his analysis and establishment of relationships between effectiveness and efficiency, formal and informal organization, and cooperative achievement and personal satisfaction.

Herbert A. Simon's (1957) Administrative Behavior followed in which he stated "A different approach was needed - one that would establish a consistent and useful administrative theory" (p. 43). He advocated shifting the emphasis from the principles of administration to a study of the "conditions" under which competing principles are applicable (p. 43). Simon's central thesis was that an understanding of conditions for the applicability of principles is dependent on an analysis of the decision-making process.

The post war period saw a surge of activity directed at improving educational administration. "Criticism of the public schools erupted into sometimes vitriolic attacks on personnel, purposes, and methods. The intensity led school administrators and professors of educational administration to propose a massive study of the public schools focusing on the management and administration of schools. W. K. Kellogg Co. of Battle Creek, Michigan provided financial assistance. The CPEA came into existence. Eight centers

were based in universities geographically distributed throughout the country (Lane, p. 21). Their programs directed attention to the "social and human skills of the administrator and to the sociology of the organizations in which he operated" (Halpin, p. 67).

The emphasis in the social science model can be best illustrated by quoting from Hack, et. al. (1965). "The dimension most obvious to the preservice administrator is that of the tasks, e.g., what the administrator does during his "working day." To place these duties in a more meaningful setting a second dimension is explored, that of viewing administration as a complex of roles to be played and perhaps expectations to be filled. A somewhat more abstract look is that relating to the various processes employed and behaviors exhibited. The relationships occurring among the administrator and other role incumbents in that segment of the whole social system involving the educational process delineates yet another dimension of educational administration" (p. 6). Briefly, educational administration is concerned with expectations, the "that;" tasks, the "which;" and method, the "how."

In summary, the social sciences model emphasized training administrators utilizing conceptual frameworks based on theory. The administrator was provided with an understanding of human behavior in social, political and economic settings. These understandings are reflected in the theoretical arena. The first set of theories as categorized by March & Simon (1958) deal with theories of conflict, i,e., role conflict, personality conflict, and role-personality conflict. The Getzels theory is an example. The second set of theories deals with motivation in which the needs, drives, and motives of individuals are considered. Maslow's hierarchy of needs

theory is one example. The Barnard-Simon theory of organizational equilibrium is another. The third set of theories deals with decision-making in which man is considered as a rational being with certain limitations. Griffith's theory of decision-making is an example.

In short, the "prescriptive" and social science models can be detected from a historical review. In general, the development occurred between 1898 to the present.[1]

Statement of the Problem

As previously stated in the introductory section, the conflict between theory or science and practice is reflected in the nature of applied areas of knowledge and practice. Historically, the "prescriptive" model tends to fall within one end of the continuum (practice) and the social science model toward the other end of the continuum (theory).

Paralleling the continuum, the demands of intellectual thrust with practitioner need may be seen other continua. These include the continuum of prescription versus description; the concern being in one case for practitioner learning exclusively and at the opposite extreme, the goal being the observer or participant-observer study. Similarly, one may note a continuum of research in educational administration with atheoretical surveys at one end and experimental-hypotheses testing studies at the other.

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[1]An attempt to fuse both models is reflected in the Harvard Program of 1950-1970. It emphasized a concern for the immediate utility of the social sciences to the clinical pratitioners. The role of the social scientists was that of junior partners in the program. The focus was on applied problem-solving within the school district. The terms, clinical experiences record the various means of operationalizing the basic concern (Cronin & Iannaccone, 1971).

Between both extremes may be located research, such as the field study, which generates hypotheses and contributes to theory. As may be apparent these continua: practitioner-intellectual, prescription-description, and survey-experimental hypotheses testing may be independent, but historically display a tendency to be correlated. For example, the combination of practitioner, prescriptive and survey studies tend to go together.

Insert Figure 1 about here.

Summarily, the existence of varying doctrines of administration and the continuation of operations reflecting this variety characterizes the field of training programs in educational administration. It may be therefore, useful to reconceptualize the problem of training school administrators avoiding the false dichotomy of theory versus practice and noting the strengths and weaknesses of the residual elements and mechanisms reflecting the various values of the past.

It seems to us that one means of reconceptualizing the problem of training school administrators is to address ourselves to the process of socialization. As previously stated the dichotomy is a result of historical factors. In actuality, the attempt to improve the training of educational administrators is to utilize both practice and theory. Socialization seems to be a useful means to close the gap and confront theory and practice as components within an ongoing process which ultimately results in a product which has successfully fused that which historically has been treated as separate entities.

Schein (1970) claims that socialization is "the process by which a new member learns the value system, the norms, and the required behavior patterns of the society, organization, or group which he is entering" (p. 606). The

The process in training adminstrators has consisted of placement of members into two distinct organizations at two different times so that the value system, norms, and required behavior patterns have initially been those of the university. Upon entrance into the public schools organization an adoption of a new value system, norms, and required behavior patterns has appeared as a rejection of the university's training. Accepting Schein's notion of socialization, it is a normal course of events. As the schools accept the new member its "price" (p. 606) includes the learning of those values, norms, and behavior patterns which from the organization's (public schools) point of view it "is necessary for any new member to learn" (p. 606).

It is precisely this deficit with which the present educational administration programs are concerned. The result to date has been a socialization in the final organization, i.e., the public schools which by its nature of "initiation rites" has led to a "separation" between the academic training and the actual working world.

Becker and Carper (1956) provide a general framework in the context of occupational identity which appears useful in confronting the problem of training educational administrators. They state that the four major elements of work identification are: 1) occupational title and associated ideology, 2) commitment to task, 3) commitment to particular organizations or institutional positions and 4) significance for one's position in the larger society (p. 342). The third element is probably of greatest relevance to the present effort.

Becker and Carper (1956) state "occupational identity tends to specify the kinds of organizations, and positions within them in which one's future lies, the places in which it is appropriate, desirable or likely that one will work" (p. 342). They further elaborate on the "importance of building

connections with clients, colleagues, and others in the pursuit of success, and identification vary in the degree to which they reflect dependence on the informal systems of sponsorship, recommendation, and control" (p. 342).

Accepting these assumptions leads us to conclude that developing occupational identity is part of the problem in preparing educational administrators. The degree to which the organization (university and public school) and the positions e.g., assistant superintendent within them are utilized within the training period is likely to determine the degree of occupational identity. For example, are the positions within the public schools so different from the positions within the university (graduate student) that becoming a member of the public school system means a seemingly rejection of university training? The argument is that if contact is established and maintained within both organizations, "dependence on the informal systems of sponsorship, recommendation, and control will occur within both organizations.

Becker and Carper (1956) spell out the process by which identification develops. "The student is taught in a new way. As he begins to learn and acquire skills, techniques, and knowledge, pride in his technical abilities increases. As his pride increases, he begins to take over an ideology regarding his occupation. Through this informal apprenticeship, he is often able to model his behavior after that of his mentors. His behavior is reoriented in terms of what is proper and desirable for the bearer of such an identity, in terms of the motives considered appropriate for the kinds of persons they have become. Sponsorship activities obligate the student to do well in the position he will be put into, thus further strengthening the new identity as it relates to the position in the formal and informal arrangements of the occupational world" (Becker & Carper, 1956).

Briefly, then, the mechanisms for developing an occupational identity are: 1) development of problem interest, 2) pride in new skills, 3) acquisition of professional ideology, 4) investment, 5) the internalization of motives, and 6) sponsorship (Becker & Carper, 1956).

Looking at the issue of preparing educational administrators, there are two aspects to consider: 1) providing a situation where the socialization process occurs within the context of the university setting concurrently with the field setting, i.e., public school or public school office and 2) establishing an occupational identity which fuses the role characteristics from both organizations. Such an approach is indeed a "new way" of teaching educational administration. The intent is to maximize the likelihood that the "learning of those [academic and field oriented] values, norms, and behavior patterns which from the organization's [educational institutions'] point of view it is necessary for any new member to learn" (Schein, 1970, p. 606) does occur.

Toward an Academic Field Model: The University of California, Riverside Program

Three goals were central in the minds of the planning team in designing a Ph.D. program for the training of educational administrators: 1) To insure that the program does not fall captive for the "either-or" dilemmas of the traditional training programs, rather, selectively borrows from their strengths. 2) To insure an occupational identity which fuses the academic and practitioner characteristics. 3) To provide concurrent rather than sequential socialization processes within the contexts of the university and the school district. In short, the training program is prepared to train a practitioner who is not unlike, in a different setting, the bilingual and bicultural man or woman who moves at ease in two distinct cultural environments. This individual draws strengths and insights from the two settings and does not reject one as the price of admission to the other. It is the intent of the planning team that the UCR Ph.D. person be able to move with ease through the realms identified with the scholar and the practitioner, theory and practice, and the university and the community. In designing and packaging the program, the planning team capitalized on an unusually accommodating supporting structure provided by the university.

The Ph.D. in educational administration is planned as a joint training effort between the Graduate School of Administration and the School of Education. The Graduate School of Administration was initiated in 1970 and is based on a rather unique and innovative model. Although ultimately each student specializes in one of four areas of concentration: business administration, public/urban administraion, environmental administration, or educational administration, all students with the same core courses

which examine the field of administration as it is common to the four areas. This "cross fertilization" approach gives the student of educational administration a valuable look at the other fields of administration with which he will be dealing during the rest of his professional career.

Each member of the faculty holds a joint appointment with the Graduate School of Administration as well as another academic department on the campus. Every member has a specialization in administration as approached from a different disciplinary base. The various faculty members hold joint appointments in departments such as political science, economics, sociology, statistics, and education. This joint appointment feature has numerous advantages, not the least of which is that students are exposed to courses which are not only taught from differing disciplinary bases, but all are organized around the administrative problem and instructed by specialists in administration. Also, the gathering of this rather unique faculty opens up a host of relevant modes of inquiry, from the qualitative field research methodology to highly quatitative operations research strategies. The supportive structure of the joint program is well suited to reinforce the desired characteristics built into the academic program.

For each student, the training begins with a basic body of knowledge and skills which represent the central tasks a practicing school administrator will have to deal with continually during his professional career. The School of Education contributes the core requirements of: curriculum and instruction, research methodology, learning and development, and the socio-political environment of the school. In administration, the core requirments are: organizational theory, communication and interpersonal processes, planning and policy formation and budget and fiscal management.

Following the core requirements, each student may organize his program around three or more areas of specialization which give him depth in those areas that will appropriately support his occupational aspirations, e.g., instructional leader, business manager, policy planner, administrative leader, and so forth. Each area of specialization is made up of three components: 1) a number of courses directly related to the specialization theme, 2) a mode of inquiry appropriate to the diagnosis of problems in the field, and 3) an applied inquiry experience.

The applied inquiry activities are carried out through several "learning contracts," each of which represents a set of expectations negotiated and formally agreed upon between a student and a supervising instructor. (See Appendix A.) The purpose of the learning contracts is to insure that a student participates in an administrative capacity and is provided, within the academic setting, opportunities to analyze his experiences in a systematic theoretical manner. The conceptual frameworks, diagnostic tools, and/or management skills are operationalized in terms of the day-to-day on-the-job tasks.

The exact experience consists of daily interaction with the public school personnel and the university staff. It also consists of varied experiences specifically planned for individual needs and preferences. Some examples may be: 1) The field study research methodology utilized as the primary mode of inquiry. The daily activities and experiences would be documented in a journal for detailed and systematic analysis. 2) A project management course in the Administration School may be followed or coordinated by direct application of the acquired techniques and knowledge. 3) Similarly, the experimental-design and statistics courses may be followed by the application of those tools to data normally handled by administrators.

The intent is to fuse the practitioner role with the inquiry role in order to prepare a specific kind of an administrator - one who is likely to make decisions on the basis of a broad conceptual perspective. It is reasonable to anticipate that one or more of these research activities will serve as a pilot study in preparation for the dissertation. Figure 2 illustrates the program.

Insert Figure 2 about here.

Conclusion

Historically, training educational administrators has tended to fall within the practitioner-intellectual continuum. This has resulted in following one of two models: the "prescriptive" and the social science. We believe this is a false assumption to follow and the preceding presentation has attempted to reconceptualize the issue.

Schein's (1970) socialization framework was presented contending that values, norms, and required behavior patterns are acquired through processes. The process advocated is based on Becker and Carper's (1956) analysis of identification with an occupation. From these two sources, the basis for "Toward an Academic-Field Model" was established. The training of educational administrators will take place in the context that will be most likely to result in acquiring academic and field values. Such a context is the concurrent utilization of the field (the school district) and the university resources.

PRACTICE	THEORY
Models:	
"Prescriptive" (Prescription)	(Description)
	Social Science
Inquiry Skills:	
Experience	Observer or Participant-observer Study Sociological Field Study
Survey	Experimental-hypotheses testing
Product:	
Practitioner	Intellectual
Field Generating Contributing	Study: Hypotheses to theory

Figure 1.
Tension in Education Between Practice and Theory as Reflected in Continua.

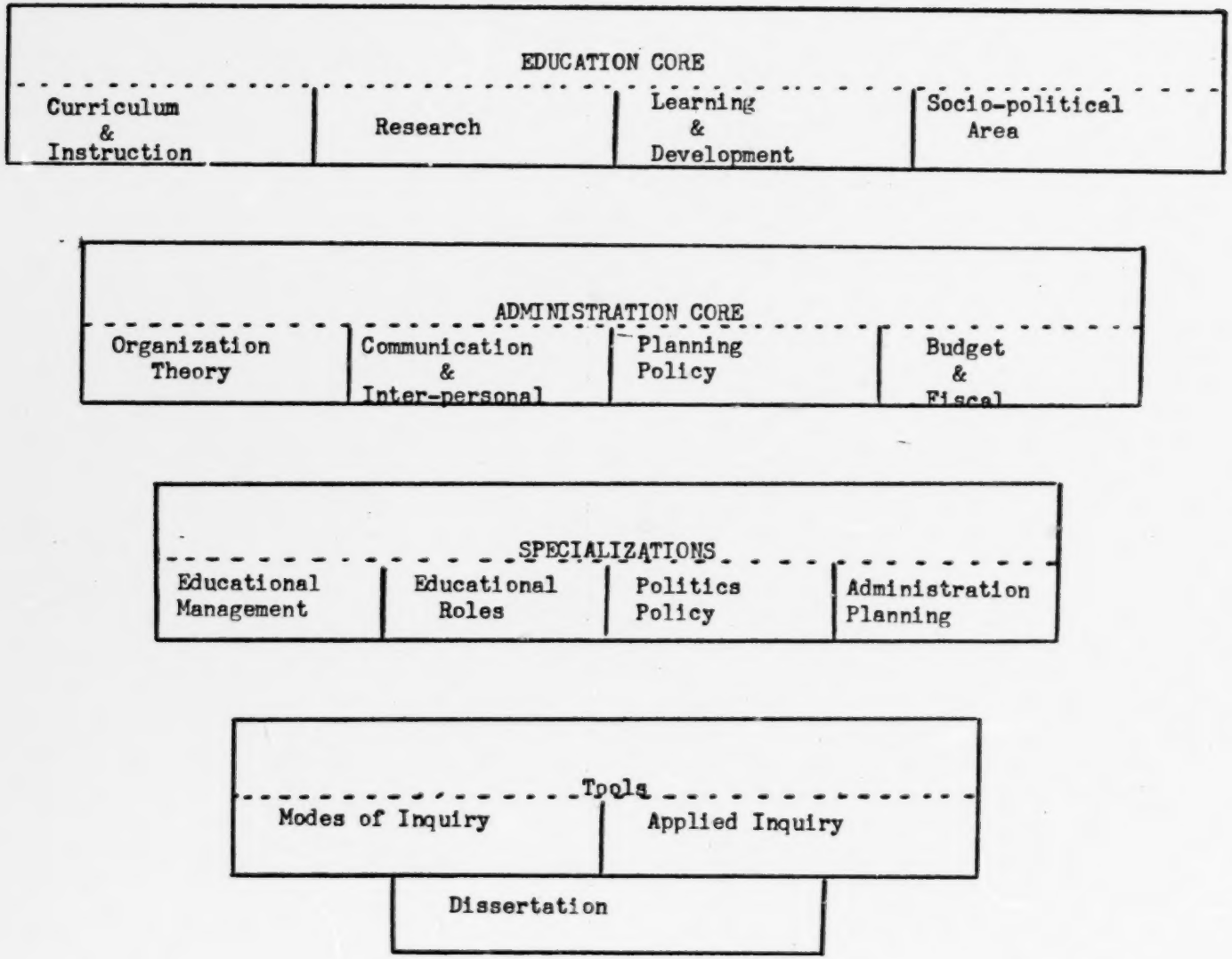

Figure 2.
Ph.D. Program for the Training of Educational Administrators.

APPENDIX A.

UNIVERSITY OF CALIFORNIA, RIVERSIDE

Educational Administration

LEARNING CONTRACTS

Our program for the preparation of educational administrators is designed to merge the academic experience with the on-the-job needs of a practitioner, and the most important vehicle for this fusion is the "learning contract." The notion of contract has no legal connotations, but represents a set of expectations formally agreed upon between a student and a supervising instructor with regard to a specified, field related, learning experience. Each contract will receive a minimum of two to a maximum of six quarter units toward graduation, and students will generally obtain no less than 12 or more then 20 total credit hours based on learning contracts.

The written contract will stipulate the nature of the on-the-job task(s) to be performed, the conceptual framework, diagnostic tools, and/or management skills, which will be employed as well as the process to be used by the instructor to evaluate the outcome. (As the contract is executed, it is understood that events in the field will change and that the characteristics of the design, therefore the contract, must change with them.) The contracts will draw upon an academic base which is built upon course work taken at this university. A contract will normally come after a subject area or inquiry course which is of special importance to the student.

The contracts must be initiated and structured by the student rather than the instructor. Generally, each contract prepared by a student will emphasize the different inquiry skill or body of knowledge, e.g. field research methodology, survey research/curriculum reform, PPBS implementation.

Each contract must be negotiated on paper and approved prior to the first day of that quarter the learning experience will be undertaken. In special instances, teams of two or three students may collaborate in the preparation and execution of a single contract.

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